

WASHINGTON, D. C.

RECEIVED APR 24 1946

VOL. 10—NO. 9

MARCH 1946

The CHILD

CHILDREN'S BUREAU • U. S. DEPARTMENT OF LABOR

- FUTURE OF CHILDREN AND YOUTH
- CHILDREN ACQUIRE NEW PARENTS
- AMERICAN ACADEMY OF PEDIATRICS STUDY

The CHILD

MONTHLY BULLETIN

Published by

Reports Division • Children's Bureau
U. S. Department of Labor

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The picture on the cover, of after-school activities at a school center, is a Library of Congress photograph (Collins for OWI).

U. S. DEPARTMENT OF LABOR
L. B. SCHWELLENBACH, *Secretary*

CHILDREN'S BUREAU
KATHARINE F. LENROOT, *Chief*

CHILDREN ARE THE FUTURE

If ever the world needed to look to its children, now is the time. And we are now free to turn our attention to the best that we can do for the youth of our Nation and of the world.

Here in the United States we know that our programs for children are spotty and scattered. Health services are unavailable for children in many counties and small towns. The areas in which child-welfare services are provided are even more limited. Many States, and large areas within States, have school facilities that are inadequate in quantity, quality, and accessibility. Many of our child-labor laws still permit children to leave school for work at 14 or 15 years of age, and most of them fail to regulate the employment of children in industrialized agriculture. These are a few of our deficiencies.

"Our Concern Every Child" was the 1940 White House Conference challenge to make our programs for children Nation-wide. The war has delayed us, but we have 4 more years to go to make good on our 1940 convictions, before it is time for another decennial White House Conference on Children.


In "Building the Future for Children and Youth," the National Commission on Children in War-time repeated the challenge and called for recognition of the principle that health and welfare of children, no less than their education, are public responsibilities. The commission urged the extension of these services, of educational opportunity, and of related programs necessary to full opportunity for children.

At the recent meeting of the commission the most active discussion centered on how we can bring home to the fathers and mothers in each city, town, and county the fact that these programs are their programs and that the

health and welfare of their own children can be assured only if all children have access to these services as a matter of right. Can we doubt that if all parents realized fully what communities must provide if all children are to have their fair chance, we would get the legislation, the public appropriations, and the voluntary programs that we need?

In some 20 States we have State commissions on children and youth, or committees studying special programs needed for children. Their work will mean that in those States there will be a review of children's needs and there will be proposals for citizens' groups and State legislatures to consider and act upon. Let us extend such committees to the other States and carry the impetus to our home communities. Each community should determine to raise the average in its provision for children and youth until we can claim a well-rounded Nation-wide program.

From other countries are coming inquiries as to what the United States is doing and is planning to do for its youth. It is now time that we make definite commitment to provide whatever is necessary in public services and voluntary effort to equip our youth for a worthy part in the life of the world. To fail in this would be to betray not only our own Nation, but all who are trying to build the foundations of a just and enduring peace.



LEONARD W. MAYO,
*Chairman, National Commission
on Children in Wartime
President, Child Welfare League
of America.*

Publication of THE CHILD, Monthly Bulletin, with SOCIAL STATISTICS supplements from time to time, was authorized by the Bureau of the Budget, May 12, 1938, under Rule 42 of the Joint Committee on Printing, to meet the needs of agencies working with or for children for a regular channel of information on current developments, activities, policies, and programs for maintaining the health of mothers and children, providing child-welfare services, and safeguarding the employment of youth. Address THE CHILD, Children's Bureau, U. S. Department of Labor, Washington 25, D. C. The Children's Bureau does not necessarily assume responsibility for the statements or opinions of contributors not connected with the Bureau. THE CHILD is for sale by the Superintendent of Documents, Government Printing Office, Washington 25, D. C., at \$1 a year; foreign postage, 25 cents additional; single copies, 10 cents.

PUT CHILDREN FIRST

Communities have responsibility to see that every child has a fair chance in life

by **L. B. SCHWELLENBACH**
Secretary of Labor

• I take special pleasure in welcoming you, the members of this National Commission, to the Department of Labor. For 4 years you have been performing an invaluable public service as advisers to the Children's Bureau, to which our citizens have given not only the enormous responsibility of administering child-welfare, child-health, and child-labor laws, designed for the protection and enrichment of child life, but the broad mandate to "investigate and report upon all matters pertaining to the welfare of children and child life." I know from the testimony of Miss Katharine F. Lenroot, Chief of the Children's Bureau, and also from my own observations that the Bureau has been able to do a vastly better job because of the stimulus and counsel you have brought to it.

Future obligations to children

You came into being in 1942 as a National Commission on Children in *Wartime*. You meet now, in this first year of peace, to consider what your obligations to children are in the future. This war we have won is only the prelude to a far greater task—the task of reshaping the culture of our age. No longer can we live under the intolerable tyranny of recurring cycles of "prosperity" that collapse inevitably in human suffering and want, of "peace" that ends inevitably in organized slaughter of people. These tragic cycles are not inescapable afflictions of life; they are evidence of the failure of human ingenuity, the lack of generosity of spirit. We can, if we set our minds and hearts to it, banish those afflictions as certainly as we have banished smallpox as a killer of

millions. But for this task we must have the closest collaboration of citizens and governments. We must have the kind of two-way channels of communication which you have created here. It is not enough for citizens to instruct their representatives to pass laws to enhance the common good—essential though that is in democratic government. Laws require responsible administration. Responsible and responsive administration requires continuing contact between citizens in government and citizens outside of government. You have an instrument for such contact in this National Commission. Maybe it needs redesigning to increase its effectiveness. That is for you to decide.

Responsibility of the community

As a citizen, I have always been deeply concerned with the responsibility of the community for seeing that all children have a fair chance, an even start in life. As a senator, I had the opportunity to lend my support to Federal aid for State and community services for children. As a Federal judge, I made it my practice never to rule on the case of any juvenile offender against the law without first acquainting myself with the circumstances of his family life that might have contributed to his difficulty. As all of you know so well, behind every youngster who tangles with the law you can usually find some failure of family or community to meet the needs of that boy or girl. To punish him or her for that failure would be not only a miscarriage of justice but an aggravation of the sickness that he or she suffers.

About 7 months ago I became your Secretary of Labor. It was not until then that I had the opportunity for fairly close observation of the work of the Chil-

dren's Bureau. I confess when I took over the responsibilities of this office I had a certain skepticism as to the suitability of having the Children's Bureau in the Department of Labor. I have none today.

Congress has given the Department of Labor the duty to "foster, promote, and develop the welfare of the wage earners of the United States." Of course their welfare is inextricably bound up with the welfare of their children. That is as it should be. Indeed, I should like to add parenthetically, I am convinced we would get ahead with our business of putting our national affairs in order much faster if all of us were to measure our programs first in terms of their effect on the welfare of children and second in terms of our special interest.

In time there may develop a stronger governmental contender for this Bureau than the Department of Labor. For the present at least, I know of no locale from which the Children's Bureau could work which has a stronger claim to it than we have. My personal hope is that nothing will be done to disturb our close relationship

CHILDREN OF ALL AGES work in hopyards, long hours in the hot sun. Such children as a rule are not protected by any child-labor law.

Photograph by Lange for FSA



with the Bureau unless and until it is given a larger and more substantial basis from which to operate.

One of the strengths of the Children's Bureau has been its recognition, almost from its inception, of the value of advisory committees. I doubt that there is another agency of Government which has made greater effort to develop teamwork among itself, the professions and agencies working in the same field, and the citizens of the Nation. This teamwork should go on.

Challenges conscience of America

One of the most fruitful results of this teamwork was the report which your own National Commission prepared and released on the eve of VJ-day. This report, published by the Bureau under the title, "Building the Future for Children and Youth," is a distinguished public document. You have challenged the conscience of America in your recital of the ways we are short-changing our children; of the mothers and babies who needlessly die each year; of the hundreds of thousands of children suffering from diseases and defects for which we make no adequate medical provision; the quarter-million youngsters who are brought into juvenile courts each year, many of whose troubles could and should have been diagnosed and cared for years before. You have called attention to great numbers of children of working mothers who may now be denied day care with the withdrawal of Federal funds. Children employed as messengers, as farm workers, and in other occupations unprotected either by Federal or State law, stare us in the face from the pages of your report. You have reminded us once more of the gross inequities in educational opportunity that we deal out to many children.

These startling evidences of our unfinished business for the children of the richest nation of the world should give pause to all of us. Some of them can be wiped out by building up the purchasing power of family incomes. Some

of them can be remedied only by a determination of the American people that a larger part of their national income shall be spent in building up child-health, child-welfare, and educational services. Still others will be resolved only when we extend the protective arm of the law around all children in danger of exploitation, whether it be in industry, agriculture, or commerce.

Definite proposals

You know—I do not have to tell you—that the President is deeply conscious of the conditions which your report has summarized. His whole effort to lift minimum wages from 40 cents to 65 cents, to extend the child-labor provisions of the Fair Labor Standards Act, to lay the foundations of full employment and full production, will all help families provide more adequately for their children. The President's message to Congress on national health makes clear his conviction that provision of medical care and health services for children is as much a public responsibility as the provision of educational opportunities. He has called for more Federal support of education where that is needed and desirable. In all the major areas of your concern for children, the President has made definite proposals for action to the Congress.

Everything that you, as individuals, can do to increase the understanding of the American people of such legislation should be done—now. You, better than most, are able to make our citizens aware of the urgency for action.

A few minutes ago I remarked that the war we have won is only the prelude to a far greater task. I called it the task of reshaping the culture of our age. Perhaps I put it in too fancy terms. What I mean is something quite simple. I had occasion recently, in talking to the Detroit chapter of the Lawyers Guild, to recall some remarks made to me by a man who had lived through the tragedies of our last great depression and had been in a position to help piece together the spirits of men broken by that economic collapse. Men who had

been business titans just a few years before came to this official for a clean shirt, for railroad fare back home, for a menial clerical job—for anything that would give them just a little sense of decency, a little sense of security in life. "One night," my friend said to me, "after battling against that kind of flood for 12 consecutive hours, a light dawned for me. Every man who came to my desk, rich man and poor man, insisted that the only thing he asked from this world was security for himself and for his family. Suddenly it dawned on me. There was only one place where security could be found. It was in the security of your fellow man. If he was secure, you stood a good chance of being secure."

Security and the good life for all

If the light that flashed through to this friend of mine could illumine all of us I believe it would reshape the culture of our age in a grand way. If we could see intuitively that the way ahead for each of us is to put all of us first, we might remake this age. One way in which we might begin would be to give greater heed to the very problems that your commission has been coping with: The needs of children, all children, of whatever race, creed, or family circumstance. If we could see that the lack of physical stamina and psychological security in other children threatens the physical stamina and psychological security of our own children, we might, for the best of selfish reasons, quicken our pace toward achieving security and the good life for all.

You members of this National Commission are well launched in such an endeavor. You have my profound admiration and respect. What you accomplish in your sessions here this week will, I am confident, help all of us to focus our attention, our imagination, and our energies on this larger objective.

Remarks made at meeting of the National Commission on Children in Wartime, at the Children's Bureau, Washington, February 5, 1946.

PROGRESS IN BUILDING THE FUTURE FOR OUR CHILDREN AND YOUTH

National Commission on Children in Wartime passes torch to a new peacetime commission

by **EDITH ROCKWOOD**, *Office of the Chief, U. S. Children's Bureau Secretary, National Commission on Children in Wartime*

• The National Commission on Children in Wartime held its final meeting February 5 to 7 at the Children's Bureau and recommended for peacetime the appointment of a National Commission for Children and Youth. A plan for setting up the new commission was outlined.

Presided over by its chairman, Leonard W. Mayo, president of the Child Welfare League of America, the commission met to inquire into what progress had been made in carrying out the proposals made in its 1945 report, "Building the Future for Children and Youth."

Dr. Mayo reviewed the commission's work since it was first called together in March 1942 by the Children's Bureau. He described the work as "pooling all available data about children, promoting what we hope have been practical ideas for the solution of some of the problems, and prodding at every effective point to the end that something shall be done about it."

Speaking of the outlook for children in the reconversion period, Boris Shishkin, American Federation of Labor, said that in the past 4 years millions of families have left their homes to live in other places, that this shift is still going on, brought about by economic necessity, and that the effect on the family has been profound. Another basic fact, he said, is that even at the wartime peak of employment in 1944, 37 percent of the families of wage earners were receiving an income substantially below the requirements for health and decency.

Three major changes in the family have taken place in the last 30 or 40 years, said Mrs. Sidonie M. Gruenberg, director of the Child Study Association of America; namely, a reduction in size, an increase in mobility, and the employment of women in business and industry.

Dr. Paul B. Cornely of Howard University told of a survey of maternal and child-health services in a number of cities, which showed serious gaps in health and welfare activities for both white and Negro members of the community, but especially for Negroes. Progress has taken place so far as clinic and health facilities for the Negro child is concerned, but there still remains a problem, particularly in the rural areas of the South.

Maternal and child health

Dr. Henry F. Helmholz of the Mayo Clinic reemphasized the commission's objective to extend health services and medical care until they reach all the mothers and children in the country. He discussed reactions to the commission's proposal for expansion of maternal and child-health services and services for crippled children, including bills introduced in Congress and recommendations made by the American Academy of Pediatrics for changes in these bills. Dr. Helmholz described briefly the study of child-health services now being made by the Academy, with the cooperation of the U. S. Public Health Service and the Children's Bureau.

Ruth Houlton, New York City, reported that nurses in the Na-

tional Organization for Public Health Nursing know of the great gaps in maternal and child-health services. A study has shown, said Miss Houlton, that the mortality among mothers and infants is greater in places where there are no public-health-nursing facilities.

Mrs. Faye Stephenson, Cleveland, told of the difficulties encountered by a workingman in getting care for his 3-year-old child, who was suffering from a ruptured appendix and pneumonia, and added that it took all the family had saved in 2 years to pay for the medical care needed.

Senator Claude Pepper of Florida spoke of the approximately 40 percent of the men eligible for selective service who were incapable of fighting because of physical or mental defects, many of which could have been corrected in youth.

The responsibility for these men's unfitness, he said, belonged largely to the communities where they grew up, to their States, and to the Federal Government. The selective-service figures, Senator Pepper said, have made the Nation more conscious than ever of the need for making the boys and girls of this country healthy and strong.

Child-welfare services

Mrs. Kate Bullock Helms, chairman of the Bureau's General Advisory Committee on Social Services for Children, spoke of the need for expansion of child-welfare services, as recommended by the commission. Mrs. Helms illustrated this need from her experience in South Carolina, where she is director of the Division of Child Welfare of the State Department of Public Welfare. Child-welfare service is a thread that goes through all the programs for children, Mrs. Helms said. It

is the child-welfare worker who may bring a child to a clinic; who finds a child not in school and finds what he needs in order to go to school; who refers the child needing employment to the proper place; who may be able to help a child wrongly placed; who is called upon to work with a child who shows behavior problems.

The most important thing we need, Mrs. Helms went on to say, is additional funds under the social-security program to allow an expansion of child-welfare services. Child-welfare services should be on a State-wide basis and should be available to every child who needs services, whether in a city or in a rural community "away back in Hello Swamp." Also there should be improvement in the skill of workers. The lack of child-welfare staff is indicated by the fact that in five out of six counties in the United States we do not have the services of a full-time child-welfare worker. With 225,000 children in foster care in family homes and institutions, we need funds for foster care and workers to aid in strengthening and improving such care. We need funds and places for temporary care for children who are delinquent and dependent, and workers to arrange for such care. We know, Mrs. Helms continued, that Federal funds are needed for a broad program of day-care services for children, including group care that cannot be provided through the school program. In our State, she said, it has been through this program that we have been able to get better services for minority groups, including the Negro children and many white children in remote areas.

Security for family support

In relation to the commission's recommendations for extension and improvement of social-security programs, Jane M. Hoey, Director, Bureau of Public Assistance, Social Security Board, described the Board's recommendations.

With special reference to how children will be benefited, Miss Hoey explained extension of old-

age and survivors insurance to all persons employed, including the self-employed, and raising the initial old-age benefit to low-income groups. Similar extension for unemployment compensation is proposed, and minimum benefit standards. Disability insurance and dependents' benefits under unemployment compensation are important for children and would reduce the number of persons who would have to apply for public assistance.

Other improvements, according to Miss Hoey, would be: Extension of public assistance to all people who are in need, not merely to special groups; special grants to meet the need of low-income States; medical care for those on assistance rolls; and, in the program for aid to dependent children, elimination of stated maximums so that the Federal Government will bear half the cost.

Federal aid for education

Speaking of the Commission's proposal that Federal support be given to education, Dr. Willard E. Givens, National Education Association, said that if the United States assumes leadership in world affairs, we must invest at least twice as much in our schools and colleges as we have been spending. Our elementary and secondary schools have been using 2½ billion dollars a year. If we expand them as a democracy should, and take into account extending the schools downward into the kindergarten, and also upward, we would need 5 billion a year.

Dr. Givens reported that teachers' salaries in terms of living costs are smaller than before the war. One teacher in every ten, he said, is now substandard in training, because it is impossible to get enough people who are qualified to teach. He explained proposals for Federal aid for education now before Congress and added that the proposed grants will give the most help to the minority group of the South that needs it most.

Floyd W. Reeves, University of Chicago, said that half of the most promising youth of our country drop out of school before they

should, because they cannot afford to remain in school. We must make it possible for our youth to take advantage of educational facilities, he said.

Child labor and youth employment

Katharine F. Lenroot, Chief of the Children's Bureau, told the commission that wartime child-labor problems are continuing, although they are somewhat reduced from the wartime peak. Violations of child-labor laws continue in serious numbers, she added.

Miss Lenroot, as chairman of the Federal Interagency Committee on Youth Employment, reported that this committee and the Bureau's General Advisory Committee on the Protection of Young Workers have been studying the problems that confront young workers in the reconversion period, including the need for good counseling and placement service, the extent to which young people face unemployment, and the difficulty of returning to school after being employed.

The committees recommended, Miss Lenroot said, that leaflets be prepared, one for community groups to aid them in finding out what is happening to young workers, another for young workers themselves to give them information on their legal rights and responsibilities.

In connection with the commission's recommendations for strengthening Federal and State child-labor laws, Miss Lenroot stated that the Senate Committee on Education and Labor had recommended amendments to the child-labor provisions of the Fair Labor Standards Act of 1938 which would materially strengthen and extend the child-labor coverage of the act.

The proposed amendments include employment in commerce as well as in establishments shipping goods in interstate commerce, and directly prohibit employment of children contrary to the act.

Miss Lenroot also reported the progress that was made in 1945 and 1946 by State legislatures (Maine, Illinois, and Georgia) in raising the minimum age for employment.

Efforts to attain 16-year minimum-age legislation in 1946-47 have been recommended also by the Council of State Governments.

Progress reports were also made on the commission's proposals relating to adoption, guardianship, leisure-time services, and the coordination of mental-hygiene programs for children.

Planning for children and youth

How State and local planning for children and youth, as recommended by the commission, is carried on in Michigan was illustrated by Walter M. Berry, executive secretary of the Michigan Youth Guidance Commission. This commission, composed of State officials, and its advisory council representing State-wide organizations, can point to many legislative achievements in 1945. These include legislative authority to continue the work and an appropriation to support it. The advisory council's four committees have to do with (1) community resources for education, recreation, and character building, (2) children with special needs, (3) safeguarding youth through law enforcement, and (4) programs for children with behavior problems. Seventy-four counties in Michigan, said Mr. Berry, have county youth-guidance committees.

Mrs. Kate Bullock Helms explained the plan of organization and work of the South Carolina Youth Conservation Committee recently appointed by the Governor. A list of such commissions in other States was distributed.

Mrs. Robert M. Jones of Seattle asked why lay people in communities are not more conscious that there is a need for them to be active in these programs. It was agreed that real accomplishment for children rests on community groups taking hold of their own situation; also that national groups need to supply informational material that will help people at the grass roots to see their opportunity and their obligation to seek action needed. Kermit Eby, Congress of Industrial Organizations, said the majority of workers do not realize what is possible through education.

They do not realize what can be accomplished in the field of health. We have to keep a commission like this going, he said, if for no other reason than to explain to American families that the schools belong to them.

Children in war-devastated areas

The suffering and the needs of children in some war-devastated areas were described to the commission by Dr. Leona Baumgartner, who was in France for the American Red Cross last fall; John Dula of UNRRA, recently back from Greece; Mrs. Kuei-Luan Tien Niu, of the National Association for Refugee Children in China; Dr. John W. Useem, formerly of the United States Navy; Dr. A. B. M. Sison, of the Philippine Islands.

Three of the resolutions adopted by the commission are:

Resolution on food

The National Commission on Children in Wartime, impressed with the reports of the starvation and destitution from which the children of war-devastated countries are suffering, fully cognizant of the fact that immediate and effective relief is essential to the survival of civilization, and confident that the people of the United States will fully support all necessary measures to extend such relief for as long a period as they may be required, resolves:

1. To extend to the President of the United States its enthusiastic commendation of his order of February 6 on the world food crisis, designed to put into effect in the shortest possible time a number of emergency measures to help meet critically urgent needs, such measures to include former enemies as well as the liberated peoples and those who have fought beside us;
2. To commend the inclusion in this program, in addition to wheat, of fats and oils, and meat, and especially to commend the inclusion of dairy products so essential to preserve child health;

3. To pledge to the President of the United States the utmost effort of the members of the commission working individually and

through their respective organizations, to enlist the cooperation of every man, woman, and child in this program, as requested by the President, believing that the people would accept rationing should that be necessary to assure adequate relief abroad and equitable distribution at home;

4. To urge the Congress of the United States to take immediate steps to appropriate the remaining \$600,000,000 of the amounts authorized as the United States contribution to the United Nations Relief and Rehabilitation Administration.

Resolution on children under UNO

The National Commission on Children in Wartime, impressed with the need for continuing international cooperation in measures to advance the health, education, security, and welfare of the children of the world as our best hope for a lasting peace, expresses its gratification in the progress already made in setting up the Economic and Social Council of the United Nations Organization and certain other specialized organizations, including the United Nations Educational, Scientific, and Cultural Organization. It urges prompt action to establish international organizations dealing with health and social welfare and the formation of a standing joint committee on children and youth, composed of representatives of specialized organizations related to the Economic and Social Council, to center attention on their needs and promote efforts in their behalf.

Resolution on Pacific Islands

The National Commission on Children in Wartime, recognizing the importance of full provision for the welfare of the children of the Pacific Islands now under United States control, an area of the world which has suffered greatly from the devastation of war, urges prompt formulation of policies for the guidance of those responsible for the administration of these islands, which will assure the progress of the population, especially the children.

Reprints available on request

YOUTH EMPLOYMENT HIGH

• Wartime child-labor problems are continuing. The high level in child labor and youth employment that was reached during the war has not been reduced to any great extent since VJ-day. The latest available figures indicate that the total number of boys and girls 14 through 17 years of age at work has not moved as far back toward prewar levels as might have been expected, though in most places decidedly fewer employment certificates or work permits are being issued for boys and girls of these ages to go into new jobs.

Unpublished estimates by the Bureau of the Census for November 1945 show approximately 2½ million boys and girls 14 through 17 years of age at work in full-time or part-time jobs. This figure represents about 900,000 workers 14 and 15 years old and about 1¾ million 16 or 17 years old. In the preceding April, it was estimated that 3 million boys and girls 14 through 17 years of age were at work.

The number of children obtaining employment certificates or work permits is a rough indication of the number taking jobs for the first time. According to preliminary reports sent to the Children's Bureau from States and cities throughout the country, there was a drop of 40 to 50 percent in the period September through December 1945, as compared with the same months in the previous year. But such figures as are available show large numbers of children still at work. In Philadelphia, for example, the number of certificates issued for boys and girls going into new jobs in the last 4 months of 1945 dropped more than 40 percent compared with the same months in 1944. Yet January 1, 1946, found 29,000 employment certificates outstanding for boys and girls 14 through 17 years of age at work on that date. Though this figure was 30 percent lower than the one for the previous New Year's Day, it was still six times as large as the number outstand-

ing January 1, 1940, and twice as many as on January 1, 1942.

The figures from both these sources—employment-certificate reports and census estimates—reflect the fact that employment of young workers in industrial jobs may be going down faster than it is in agricultural and service jobs. It is these latter types of employment that are often outside the certificate requirements of State laws.

The downward trend of high-school enrollment that accompanied the wartime increase in child labor was apparently checked before VJ-day, and on the whole there is little evidence of any significant change in the fall of 1945.

Available information indicates that jobs for young workers are increasingly in the less desirable work places and in low-paid jobs. On all sides there is evidence of changes in the labor market for young workers. Employers' requirements for qualifications of workers, in terms of experience, education, and age, are rising. The demand for young workers at this time is coming chiefly from service industries. In New York City, for instance, there are practically no openings reported for beginners in electrical work, radio, woodwork, machine operation, automobile repair, or work as truck helper or truck driver. From many cities come reports that openings for part-time jobs are fewer.

At the same time, violations of child-labor standards continue in serious numbers, according to reports from both State and Federal inspectors. During the last 6 months of 1945 the number of children found to be employed in violation of the child-labor provisions of the Federal Fair Labor Standards Act was 3,787—more than four times as many as in the corresponding period in 1940, though somewhat fewer than in the corresponding period of 1944 and about the same as in 1943.

On the other side of the picture, unemployment of out-of-school

young people has become a problem in some places. For instance, in Detroit, during the week of December 3, 1945, in a cross-section group of 59 young people 15 through 19 years of age, out of school and in the labor market, 11 were unemployed—nearly one-fifth. However, comparatively few of the applicants for unemployment compensation, in places from which figures are available, are young people.

These facts point to the immediate importance of:

1. Efforts to strengthen child-labor protection under both State and Federal laws, and restoration of peacetime standards both as to working conditions and as to the extent to which employment of boys and girls 14 through 17 years of age is suitable or desirable in relation to their need for education and the Nation's need for an educated citizenry.

2. Good counseling and placement services for all young people.

3. A high level of employment opportunity in the national economy—high not only in availability of jobs but also in the level of wages, working conditions, and opportunity for advancement. Lacking this, young people, without the priority or seniority privileges of veterans and established workers, will be among the greatest sufferers.

Reprints available on request

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LABOR LEGISLATION IN CANADA: a historical outline of the principal Dominion and Provincial labor laws. Legislation Branch, Department of Labor of Canada, Ottawa, 1945. 33 pp.

This publication gives a picture of the development and present status of labor laws in the Dominion of Canada. Sections of particular interest to persons concerned with child labor and the employment of youth are: Minimum age for employment, maximum hours of labor, and vocational education and apprenticeship.

Labor standards in the various Provinces are summarized in the appendix; among the subjects of these standards are: Minimum school-leaving age, minimum age for employment, and maximum hours of work in mines, factories, and shops.

AMERICAN ACADEMY OF PEDIATRICS STUDIES CHILD-HEALTH SERVICES

• What health services are available to the children of the United States? How good are these services? And how can they be improved and extended?

The American Academy of Pediatrics is seeking the answers to these questions as a step toward achieving the broad objective that was set up at the Academy's 1944 annual meeting: "To make available to all mothers and children in the United States all essential preventive, diagnostic, and curative medical services of high quality, which, used in cooperation with other services for children, will make this country an ideal place for children to grow into responsible citizens."

In order to know more about what child-health services and facilities exist in each of the States and to evaluate the quality of these services, the Academy has begun a comprehensive study, reaching into every hospital, every medical school, and the private practice of every pediatrician and general practitioner in the United States. At the Academy's request, the Public Health Service and the Children's Bureau are assisting in the study.

A study made by physicians

This is a study that is being organized and carried out by physicians. In each State the pediatricians, under the leadership of the State chairman of the Academy of Pediatrics, will be the group responsible for the work, and will assemble the data with the help of a full-time paid staff.

Months have been spent in planning the questionnaires, testing them, and making other preparations. Part of the groundwork has been a "pilot study," made in one State, which may serve as a guide to other States, although the pattern will be varied in other States to meet different conditions. The actual study is beginning this spring; and it will be at least 2 years before all the State commit-

tees have completed their surveys.

Since the Academy believes that in any study of the health of children it is of basic importance to know what pediatric education the physicians who may attend the children have received, it proposes to include in its inquiry a study of the medical schools in the United States. The Canadian members of the Academy have requested that their schools be studied also.

The study of medical schools is the only part of the investigation that will not be done on a State basis; instead, it will be done by geographic regions. Since the present school year is half over, it is expected to begin this part of the study in the fall.

Where the pediatricians of the country are located will be studied; also the location of the general practitioners and the specialists whose fields are important in the care of children.

General practitioners will be asked to estimate the amount of time they devote to the care of children, and to state their post-graduate training in pediatrics.

It is hoped also to gather data from pediatricians on the number of cases carried at a time, through

data on the children seen during a definite period, whether at the child's home, at the doctor's office, at a hospital, or in consultation.

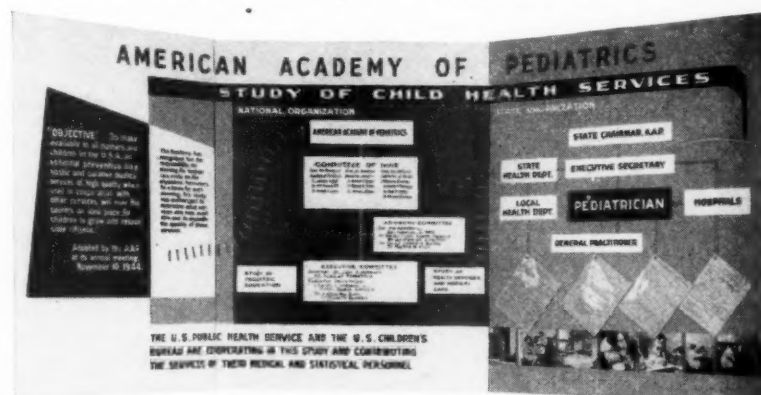
Avoid duplication of hospital study

Hospital facilities, including out-patient clinics and laboratories, will be considered, with special attention to pediatric care and care of the newborn. Since a comprehensive study of hospitals by the Commission on Hospital Care is already under way, arrangements have been made to use material from the commission's survey and to supplement it with data especially on care of children.

Both public and private child-health services will be studied with regard to extent and quality. Some of the information on these health services for children can be supplied by State health agencies; some will have to be gathered directly.

The Academy hopes that the study will stimulate local groups to review the services in their own communities as a background for local planning.

When the study has been completed the results will be presented in a factual report that will be available to all who care to use it.



Photograph by James B. Lindley for Department of Labor
ORGANIZATION of the study of child-health services in the United States, now being carried out by the American Academy of Pediatrics with the cooperation of the Public Health Service and the Children's Bureau, is shown in this exhibit. The exhibit was shown at the Academy's annual meeting, held at Detroit, Jan. 14-18, 1946.

CHILDREN ACQUIRE NEW PARENTS

Recent increases in adoptions emphasize need for adequate adoption procedures

by JOSEPH L. ZAREFSKY

Chief, Social Statistics Section
Division of Statistical Research
U. S. Children's Bureau

● Adoption of a child is the process through which the child legally acquires one or two new parents. It is ordinarily thought of as the way in which a child becomes a member of a family with whom he has no immediate blood ties. There are instances also in which, because of tangled marital situations, previous guardianship, or the parent's desire to assure legitimacy to a child born out of wedlock, children are adopted by their natural parents.

One purpose of adoption is the protection of the child. Although the legal aspects of this protection can be carried out only by the courts, the determination of the child's needs and the evaluation of proposals for meeting these needs are the proper functions of a child-welfare agency. Yet many children are adopted without the prior knowledge of, or consultation with, the department of welfare—the State agency most directly concerned with the welfare of all children—or any other recognized child-welfare agency. In almost all States there are some children for whom adoption plans are made which first come to the attention of the State department in the form of a court notification that an adoption petition has been filed.

For an intelligent campaign to establish and maintain adequate adoption procedures in all the States one of the basic needs is information showing the problems involved in the current procedures. However, even the number of children adopted each year in the United States is not known because most States have no provision for the central collection of such statistics. In about half the States the department of welfare

can obtain statistics on adoption proceedings because it (or its authorized agencies) has the legal responsibility to investigate petitions for adoption or because it has established working relationships with the courts empowered to act on such petitions. Late in 1945 the Children's Bureau obtained from 22 of these States¹ (including three-eighths of the estimated 1943 population under 21 years of age in the United States) information on the number of children for whom adoption petitions had been filed in 1944 and on selected identifying data relating to the children and their placements.

Volume of adoption petitions

These 22 States, representing all sections of the country, reported a total of more than 16,000 children for whom adoption petitions had been filed. On the basis of these data it is estimated that such petitions were filed for approximately 50,000 children throughout the country in 1944. In proportion to the population under 21 years of age in the State, the number of children for whom petitions were filed in Oregon was more than nine times that in North Carolina, the States reporting the highest and lowest rates, respectively. The Southeastern States, with the exception of Florida, reported the lowest number of children for whom petitions had been filed in relation to their child populations. These State-to-State variations are discussed in the complete report of this study, which is being prepared for later publication. This statement is concerned with only two aspects of the findings, the increase in adoptions by stepparents and evidences of the need for improved

¹ Actual or estimated data were received from Alabama, Arkansas, California, Connecticut, Delaware, Florida, Georgia, Indiana, Iowa, Kansas, Louisiana, Minnesota, Missouri, New Hampshire, New Mexico, North Carolina, North Dakota, Oregon, Rhode Island, Vermont, Virginia, and West Virginia.

adoption laws, procedures, and services.

Adoptions increasing

One of the most significant developments in the field of child welfare has been the great increase in adoptions during recent years. An earlier Children's Bureau report by Mary Ruth Colby, "Problems and Procedures in Adoption" (Pub. No. 262, 1941), furnishes comparable statistics for six States on adoption petitions filed in 1934. In most of these States the number of children for whom adoption petitions were filed in 1944 is more than three times as great as in 1934.

The increase in adoptions by stepparents² underlies the great increase in adoptions, although adoptions by other relatives and by persons not related to the child also have increased markedly during recent years. In the six States for which comparable data are available the proportion of children being adopted by stepparents increased from 17 percent in 1934 to 41 percent in 1944. The great increase in stepparent adoptions undoubtedly represents in part war-stimulated legalization of family relationships that in many instances had existed in fact for years. The disruption of home life occasioned by service in the armed forces probably has been an incentive to the formalizing of existing family ties. It would be of interest to know how many of the situations in which stepparents or other relatives are petitioning to adopt children can be traced to war deaths and the break-up of homes due to war conditions, but data of this nature are not now available.

The great increase in stepparent adoptions, both in absolute numbers and as a percentage of all adoptions, affects all aspects of the adoption picture. The adoption of children by stepparents is almost always undertaken without the aid of an agency, and frequently petitions filed by step-

² This group probably includes a small number of children being adopted by their natural parents.

parents are not subjected to the same study as those filed by persons not related to the child. Available data indicate that children being adopted by stepparents and other relatives are generally older than other children being adopted, and are more frequently children who were born in wedlock. Finally, courts almost routinely grant adoption decrees requested by stepparents.

Safeguards are needed in adoption procedures

The child and his adoptive parents, as well as his natural parents, should have the maximum protection possible in the process of legalizing a new family relationship. The need for such protection is indicated by the following analysis of the detailed information available for 15 of the 22 States that reported more than 9,000 of the children for whom petitions had been filed in 1944.

Many independent adoptions are by nonrelated persons

Slightly more than a quarter of the children for whom petitions were filed in 1944 had been placed in the adoptive home by a placement agency; another quarter had been placed without the aid of an agency by parents, friends, relatives, physicians, lawyers, or others; the remainder were being adopted without the aid of an agency by relatives or by persons with whom the child had been living. If only children being adopted by nonrelated persons are considered, the importance of independent placements is indicated by the fact that more than half of these children had been placed without the aid of a recognized child-welfare agency.

Placement of a child for adoption by a competent child-welfare agency is one assurance that adequate safeguards are being observed for the child, for his natural parents, and for the adoptive parents. Agencies provide this protection by studying the child, investigating the status of the natural parents and of the prospective adoptive home, and supervising the placement during a waiting period. This basic and

elementary assurance was lacking for more than half the children (and their parents) for whom adoption proceedings were instituted by nonrelated persons in 1944 in these 15 States. Observance of other desirable adoption procedures cannot completely compensate for this shortcoming. Even in States requiring the investigation of adoption petitions by the department of welfare or its authorized agencies before the court takes action on the petition, it is frequently difficult to make negative recommendations when a child placed independently has been living with the adopting parents for a long time and his status in the family has been accepted by him, by the adopting parents, and by the community.

Most of the children are very young

Another indication of the need for adequate safeguards in adoption placements and procedures is the fact that most of the children are very young, as shown by the following age distribution of the children (8,764) for whom this information was available in the 15 States previously mentioned:

Age at filing of petition	Percent
Total	100
Under 6 years	62
Under 6 months	17
6 months, under 2 years	21
2 years, under 6 years	24
6 years, under 14 years	26
14 years, under 21 years	12

Inasmuch as almost half of these children were being adopted by stepparents or other relatives (and these children generally are older than others being adopted), the proportion of young children being adopted by nonrelated persons was even greater than is indicated by these figures. It is desirable, of course, that an adopted child begin his life in his new family at an early age so that he may have the benefits of a stable and affectionate family relationship in his formative years, but it is difficult to evaluate a child's developmental potentialities when he is under 6 months of age. In order to make a satisfactory placement fully meeting the child's needs and to allow his natural parents sufficient time and assistance in reaching their decision free from pressure at least 4 to 6 months' time is needed. It is

NELL is getting acquainted with the family that wishes to adopt her. After a trial period has shown that she fits into the family circle, legal adoption will be requested.

Photograph by Philip Bonn for Children's Bureau



questionable, therefore, whether all the 1,485 children who were under 6 months of age when petitions were filed in their behalf (indicating that they had been placed at even an earlier age) in these 15 States had the protection afforded by insistence on recognized and desirable procedures in adoption. Moreover, the natural parents of these children, who were undertaking to sever the parent-child relationship, and the adopting parents, who were contemplating the establishment of such a relationship, were probably deprived of the protection they also should have had.

Children born in wedlock

Adoption is popularly identified with illegitimacy. However, 42 percent of the children for whom petitions were filed in the 15 States in 1944 were born in wedlock; in 4 States they outnumbered the children who were born out of wedlock. More than half (55 percent) of the children born in wedlock came from homes that had been broken by divorce, desertion, or separation; 32 percent had lost one or both of their parents by death. Undoubtedly a large number of these children were being adopted by a stepparent who, by marrying the surviving parent or the parent having custody of the child, had already assumed parental responsibilities for the children whom they were petitioning to adopt. However, a sizable number of these children were being adopted by nonrelated persons.

The natural parents of nearly 300 children who were being adopted were married and living together at the time the petition was filed. The circumstances in each of these situations merit further study in the individual States to determine the factors underlying the termination of these parent-child relationships. The study of adoptions in 1934, previously referred to, indicated that in some similar situations limited financial resources, together with a large number of children, had influenced some parents to consider adoption as a means of providing care for one or more children. That this

unfortunate situation still persists in some localities is indicated by the comment from one State with a large Spanish-speaking population that adoption by other relatives (especially grandparents) is one method of care for children in large families. Other situations in which children born in wedlock were being adopted (in 1934) included those in which one or both parents were in ill health or in which the parents had been married shortly before or after the birth of the child and were overcome by social disapproval of this situation. These certainly represent situations calling for the greatest use of professional child-welfare skills, situations which, with skilled help, might have been resolved otherwise.

Children born out of wedlock

Children being adopted need to be safeguarded by adequate procedures whether born in or out of wedlock. But in the case of children born out of wedlock the need for services is most compelling. More than two-thirds of the children placed independently of an agency in the 15 States (exclusive of those being adopted by relatives independently of an agency) were born out of wedlock. The unmarried mother needs to be assisted skillfully and without pressure to regain her emotional equilibrium and to decide what is the best plan for herself and her child. If she decides to give up her child for adoption, time is needed for adequate study of the child and for a careful placement. Only in this manner can the child be assured of a satisfactory placement, his mother comfortable in the decision she has reached, and the adopting parents secure in the knowledge that everything humanly possible has been done to establish their new parental status on a sound base.

For the unmarried mother, as well as for the adopting parents, the attractive feature in these independent placements usually is the speed and secrecy with which the arrangements are consummated. Often, in addition, the mother's confinement expenses are

paid by the adopting parents. That these placements are usually arranged with the best of intentions does not mitigate the disastrous outcomes which may result. Our daily newspapers all too frequently carry stories of legal action brought by a mother to regain the custody of a child after having consented originally to its adoption in the period of emotional and physical stress after his birth or, in some cases, even before his birth. Less publicized but equally unfortunate are the situations in which, as the adopted child grows up, the unsatisfactory placement becomes painfully apparent. The skilled service, to both natural and adopting parents that is involved in placements for adoption by recognized child-welfare agencies, is directed toward avoidance of such situations.

It is evident that we have a long road to travel before all parties to the adoption of a child are assured of all the safeguards that should accompany the legal establishment of a new family relationship. The goal to be achieved is the maximum use of competent agencies in providing service to the natural parents and in placing the child for adoption. An important step in this direction will be recognition in all the States of the responsibility of the department of welfare or its authorized agencies for investigating all petitions for adoption and recommending to the courts the most desirable action to take in each situation. Most courts that are empowered to grant adoption decrees do not have the time or staff required for the intensive study entailed in assessing the adequacy of adoption placements. The investigation by the department of welfare or its authorized agencies is an important factor in implementing the protection of the child, which is one of the purposes stated and implied in these legal proceedings. Departments of welfare, and child-welfare agencies generally, must therefore build community understanding and support of this service by adequate interpretation.

Reprints available on request

PLANNING SERVICES FOR CHILDREN TO SUPPLEMENT THE HOME AND SCHOOL

• Planning for the needs of children is of vital importance to the future security, welfare, and happiness of our people. The strength and stability of our country depends on giving children the best possible chance to become fully qualified citizens. The war has deepened the general understanding of the necessity for conserving child life. This trend has been accelerated in many communities through recognition of the child-care needs created by employment of mothers.

In the transitional and postwar periods many mothers will continue to be employed or will enter employment. In other homes congestion, illness, or other factors will make it imperative that young children have opportunities for outside experiences and companionship of other children for a part of the day. The values of group experiences for young children regardless of home conditions are becoming more fully recognized, as is the principle that for children of all ages schools should provide varied programs adapted to individual needs and complementing home experience.

It is important for States and communities to distinguish clearly between educational services provided through the schools and available to all children and child-care services needed to supplement what the home and school together can make available. Recreation and youth-serving agencies will also have a part in a comprehensive program.

Infants, children under 6 years of age, children of elementary-school age, and young adolescents have varying needs which should be met in a comprehensive program for children. Some will require homemaker service in the home; others, care in foster-family day-care homes; and others, group care in nursery schools, school-age centers, or day-care centers. For some of these types of care there

is need for more experimentation before it can be determined what services are best under varying circumstances.

In each community there needs to be a representative planning body for children, to work out ways by which schools, social agencies, and other community groups, both public and private, together can be equipped to meet all needs. It is important that parents participate in planning services for their children, through representation on planning bodies, advisory committees, individual consultation, participation of parents in child-care programs, and other means.

The State and local departments of health, education, and welfare will find it desirable to develop joint policies covering services to be provided for children through these channels.

Some States already have legislation which permits planning for comprehensive services to children and the use of public funds in developing these services. Other States need to provide or strengthen such legislation. Because of the necessity of safeguarding children for whose care independent arrangements are made by their parents, such legislation should include provisions for licensing of independent boarding homes and day nurseries by State departments of public welfare. Similarly protection should also be afforded children attending nursery schools under private auspices through registration of these schools with State departments of education, so that they may obtain professional advice and assistance in the maintenance of standards.

The following principles are suggested as guides in the development of State and local programs for children and in the formulation of State legislation delegating authority and providing funds to the appropriate State agencies to make available such

services as part of their regular programs. Assistance from the Federal Government may also be needed.

Educational services to be provided by schools

1. Public schools have been established to provide educational programs for all children. Educational programs have been expanded and special services offered during the emergency to meet the needs of children in war areas.

2. Boards of education are now formulating plans for educational programs in the postwar years and considering the continuation of those services offered during the emergency which also have value in the long-term educational programs. Recognition is being given to services which are of special value in promoting mental and physical health and preventing social maladjustments in later years. The following services for children, among others, are significant in the expansion of educational programs:

a. Educational services for children under 6.—Nursery schools and kindergartens are included as units of the elementary school to insure continuous educational progress of young children upon school entrance. These programs for young children under public-school auspices should be available for all children whose parents desire them.

b. School-age centers.—It is desirable that programs offering worthwhile experiences for children of school age be provided as a school service during the hours such services are needed by children and their families. School-age centers are related to, and a part of, the school program to supplement a child's home life.

c. Programs for parents.—Educational programs for young children can be effective only if a program is planned with parents which enables them to develop

better understanding of children and to grow in their skill in applying child-guidance principles.

d. School lunches.—Nutritious lunches should be available at school to all children. Related to the provision of school lunches and of vital importance in the health program is the development of good food habits and attitudes through teacher guidance in the classroom and lunchroom.

3. Authority should be delegated to the State education department for the supervision and development of these educational programs for children. State funds should be provided to supplement local school funds for the continuance and extension of services for children as needed.

Services to be provided by social welfare agencies

1. Even though educational services available for all children are developed as outlined, there will still be children whose needs are not met by these services. Included in the group for whom other provisions may be required are some of the children whose mothers are employed or who for other reasons, such as illness, cannot receive the care and supervision normally available in the home. Provision of services to

supplement home care and educational programs available in the schools is the responsibility of social-welfare agencies and particularly of public-welfare departments.

2. A program for day care should be sufficiently broad and flexible to meet the needs of children of all ages and of varying home conditions. It should include information and counseling services as well as provide for various types of care such as day-nursery care and other forms of group care, foster-family day care, and homemaker service.

a. Counseling service is essential as a part of a day-care program to help mothers in planning care for their children and in making necessary arrangements.

b. Day-nursery and other forms of group care will be required for mothers whose hours cannot be adjusted to the school program or who for other reasons find the service better adjusted to their situation. A constructive developmental program should be included in such day-nursery care. Programs for school-age children both before and after school and in vacation periods need to be provided if these are not available through the schools.

c. Foster-family day care will be needed for children under the age for group care and children who for other reasons require individual care.

d. Homemaker service is a necessary supplement to other services, particularly for temporary or emergency care such as during illness of the child.

3. State funds should be made available through the State welfare department for aid in the development of local services as part of a broad child-welfare program.

4. State departments of education and local boards of education should serve in an advisory relationship to departments of welfare in the formulation of child-development standards for day-nursery care.

Health services

The services of State and local health departments in cooperation with educational and welfare authorities are needed to assure adequate health supervision and maintenance of standards conducive to good health in all programs for the care of children.

A statement prepared jointly by the Children's Bureau and the U. S. Office of Education, Federal Security Agency.

Reprints available on request

WHEN MOTHERS ARE AWAY from home, some children stay in the street, taking their fun where they find it.

Photograph by FSA



whether it is safe or dangerous. Others have a day-care center to go to, and their mothers know they are safe.

Photograph by Curtiss-Wright Corporation



IN THE NEWS

Planning for Children and Youth

California

The California Youth Committee, Robert A. McKibben, chairman, has recently been appointed by the Governor. The secretary is Karl Holton of the California Youth Authority, Washington Building, Los Angeles 13, Calif.

North Carolina

The name of the North Carolina State Planning Board's committee on security and services for children and youth has been changed to the committee on children and youth, and its membership has been somewhat expanded. Curtis Ezell of the staff of the State Planning Board, Raleigh, N. C., is acting as secretary to the committee.

South Carolina

The Governor is serving as chairman of the South Carolina Youth Conservation Committee, which he recently appointed and which held its first meeting December 4, 1945.

The committee includes: (1) A planning board consisting of representatives of the State departments of health; welfare; education; law enforcement; forestry; agriculture; labor; research, planning, and development; of the State Library Board; and of the extension service of the University of South Carolina; (2) a youth-advisory council including professional and lay representatives of organizations and institutions and young people, which is divided into six study committees (health, education, social services, labor, recreation, and religion); and (3) a legislative survey committee, of which Senator Calhoun Mays of Greenwood, S. C., is chairman, and which includes in its membership one other senator, a member of the house, a college professor, a judge,

a clubwoman, and the chief of the division of child welfare, State Department of Public Welfare.

The six study committees will make a preliminary report to the Governor, in April, of conditions in the State relating to children. They will work with many groups and organizations in all parts of the State, and will make recommendations that can be carried out now and those to be carried out in the future. After the State-wide study is made, a guide will be issued that can be used in local communities in studying actual local conditions.

The members of the planning board and the committee chairmen will be available as speakers and organizers in local communities. The material developed will be available to all groups for study in any part of the State.

Edith Rockwood.

Georgia Enacts 16-Year Minimum-Age Child-Labor Law

Georgia's legislature has just enacted child-labor legislation establishing a minimum age of 16 for employment in factories and certain other mechanical establishments; and also for any employment, except in agriculture and domestic service, during school hours. Fifteen other States now set 16 years as the basic minimum age for general employment. In enacting this legislation Georgia brought its child-labor laws into general conformity with its school-attendance law, which was passed last year and which requires attendance up to the age of 16 years.

The child-labor bill, sponsored by the child-labor section of the youth division of the Georgia Citizens Council, was introduced, and passed by the Senate, in 1945. In the 1946 legislative session the house passed the bill with two amendments, which were accepted

by the senate. The child-labor section, under the leadership of Mrs. Francis Dwyer, was successful in obtaining and coordinating extensive support for the bill. Private agencies and organizations, labor groups, employer groups, and many public officials and private citizens not only endorsed the bill but gave it enthusiastic support.

International Council Meets at Montevideo

Mrs. Elisabeth Shirley Enoch, Director of the Inter-American Cooperation Unit of the Children's Bureau, represented Katharine F. Lenroot, Chief of the Children's Bureau, at the regular annual meeting of the International Council of the American International Institute for the Protection of Childhood at Montevideo, Uruguay, March 14, 15, and 16.

The Government of the United States adhered to the Institute in 1928, and Miss Lenroot has been the permanent representative of this country on the International Council or Governing Board since that time. Participation by this country and attendance at annual and extraordinary meetings of the Institute are arranged by the Department of State.

The agenda of the meeting this year included revision of the statutes, establishment of departments of education and social service, and discussion of plans for the Ninth Pan American Child Congress.

Social-Statistics Supplement Will Soon Be Issued

Another social-statistics supplement to *The Child* will soon be issued, entitled, "Changes in Volume of Health and Welfare Services, 1942-43." This report, which is written by Joseph L. Zarefsky, suggests the pattern of changes in provision of health and welfare services in our second war year, as shown in data reported by 43 large urban areas. It includes also a tabulation for 1944.

As soon as this supplement has come from the press, a limited number of copies will be available upon request.

Welfare Council of New York City Promotes Visiting Housekeeper Service

The Welfare Council of New York City, which is the central planning and coordinating body for social services in that city, has a five-point program to promote visiting housekeeper service: (1) To bring about full development of housekeeper service under both voluntary and public auspices, (2) to determine the volume and nature of the existing need and make other fact-finding studies, (3) to insure coordination of services, (4) to plan demonstrations and set standards for improved procedures, and (5) to promote public understanding and support of housekeeper service.

The Welfare Council's interest in promoting housekeeper service dates back to 1935, when it helped to form, and guided, a WPA project through which persons who would otherwise have had to be cared for in institutions were enabled to remain in their own homes.

Spanish-Speaking Peoples Program Is Transferred

According to an announcement from the Institute of Ethnic Affairs, Inc., the "Spanish-speaking peoples program" has been transferred from the Office of Inter-American Affairs to the institute.

"We shall continue," the announcement says, "to work with local, State, and Federal agencies in the accomplishment of these tasks and to seek the active cooperation of all interested groups."

For Outstanding Service

Leonard Mayo, chairman of the National Commission on Children in Wartime, president of the Child Welfare League of America, and dean of the School of Applied Social Sciences of Western Reserve University, was awarded the annual Parents' Magazine medal for outstanding service to children at a luncheon given by the editor, Mrs. Clara Savage Littledale, at Washington, February 7.

FOR YOUR BOOKSHELF

THE STEPCHILD, by William C. Smith. Reprinted from *American Sociological Review*, April 1945. 6 pp.

Finding almost nothing on stepchildren and their problems in the literature of child development, the author of this article contributes a few items upon the subject.

Some inadequate statistical samples, he says, indicate that about 6 percent of children in this country have step-parents. Maladjustment of stepchildren is not necessarily connected with the presence of a stepparent in the home, the author finds, even though the breaking of the family and the introduction of a substitute parent may create definite problems that stem from the step-relationship.

MIGRANT BOYS IN WARTIME AS SEEN BY U. S. O. TRAVELERS AID, by Margaret Blenkner and Jeanette M. Elder. *Social Service Review*, September 1945 (vol. 19, pp. 324-342).

During the war so many migrant boys 16 to 20 years of age were coming to the U. S. O. Travelers Aid units in overcrowded wartime communities that the National Travelers Aid Association in 1944 undertook to study the problem. The 20 U. S. O. Travelers Aid units that had the highest case loads of unattached civilian boys 16 to 20 years old in the first 6 months of 1944 were selected for this study. Information about 2,506 migrant boys needing case-work services was brought together and analyzed.

This report documents many of the problems that were observed by Mary Skinner and Alice Scott Nutt of the Children's Bureau in the spring of 1943. ("Adolescents Away From Home," in the *Annals of Political and Social Science*, Nov. 1944, pp. 51-59.)

The Travelers' Aid report sums up its picture of a migrant boy in wartime in these words:

"He was younger than the transient youth of the depression and somewhat more likely to be a Negro, but he came from very nearly the same places, and he migrated to much the same areas as in the depression. He was much more likely to be employed than his predecessor, but he found difficulty in managing or saving his money and frequently needed financial assistance. His movement was a reflection of the increased mobility of labor in the war years, but it was also a reflection of unsatisfactory or destructive family and community relationship in his home town. He was less likely to be hitchhiking or riding a freight train than in the depression years, yet was still liable to be arrested as a vagrant and

either jailed or told to 'move on out of town.' He lived—if he found housing at all—in public dormitories or in 'flop-houses' and cheap, single-men's hotels. He needed, and sometimes sought, counseling and case-work services, but his whole environment was usually so destructive and so conducive to flight that often he would not wait until the help he needed could be appropriately given. He was one of the last persons drawn into the war labor market and is one of the first to go as reconversion begins. He was a source of great concern to the U. S. O. Travelers Aid workers, who saw him and wondered what would happen to him when peacetime came again." E. S. J.

SOCIAL WORK YEAR BOOK 1945; a description of organized activities in social work and in related fields, edited by Russell H. Kurtz. Published biennially. Russell Sage Foundation, New York, 1945. 620 pp.

Among the subjects of topical articles not treated in the previous edition are: Camping, Employment Services, Foreign Relief and Rehabilitation, Labor and Social Work, Seamen's Services, and Social Insurance.

RECENT C. B. PUBLICATIONS

SERVICES FOR UNMARRIED MOTHERS AND THEIR CHILDREN. U. S. Department of Labor, Children's Bureau, Washington, 1945. 18 pp.

This publication is a joint statement by the Children's Bureau, the Bureau of Public Assistance of the Social Security Board, and the American Red Cross, three agencies concerned with health and welfare programs reaching all States and their local jurisdiction. It presents broad general principles, which are applicable anywhere in the United States and to any unmarried mother and her child. The purpose of the material is to encourage further coordinated planning by States and local communities for fullest use of all services and facilities and to stimulate provision of needed resources.

FACTS ABOUT RHEUMATIC FEVER. Bureau Publication 257. U. S. Department of Labor, Children's Bureau, Washington, 1945. 9 pp.

Here are answers to a number of questions that people ask about rheumatic fever in children, such as, Can it be prevented? What are the signs? Why is it so serious? Why are State and community programs for the care of rheumatic children necessary? Who takes care of the children under the State program?

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